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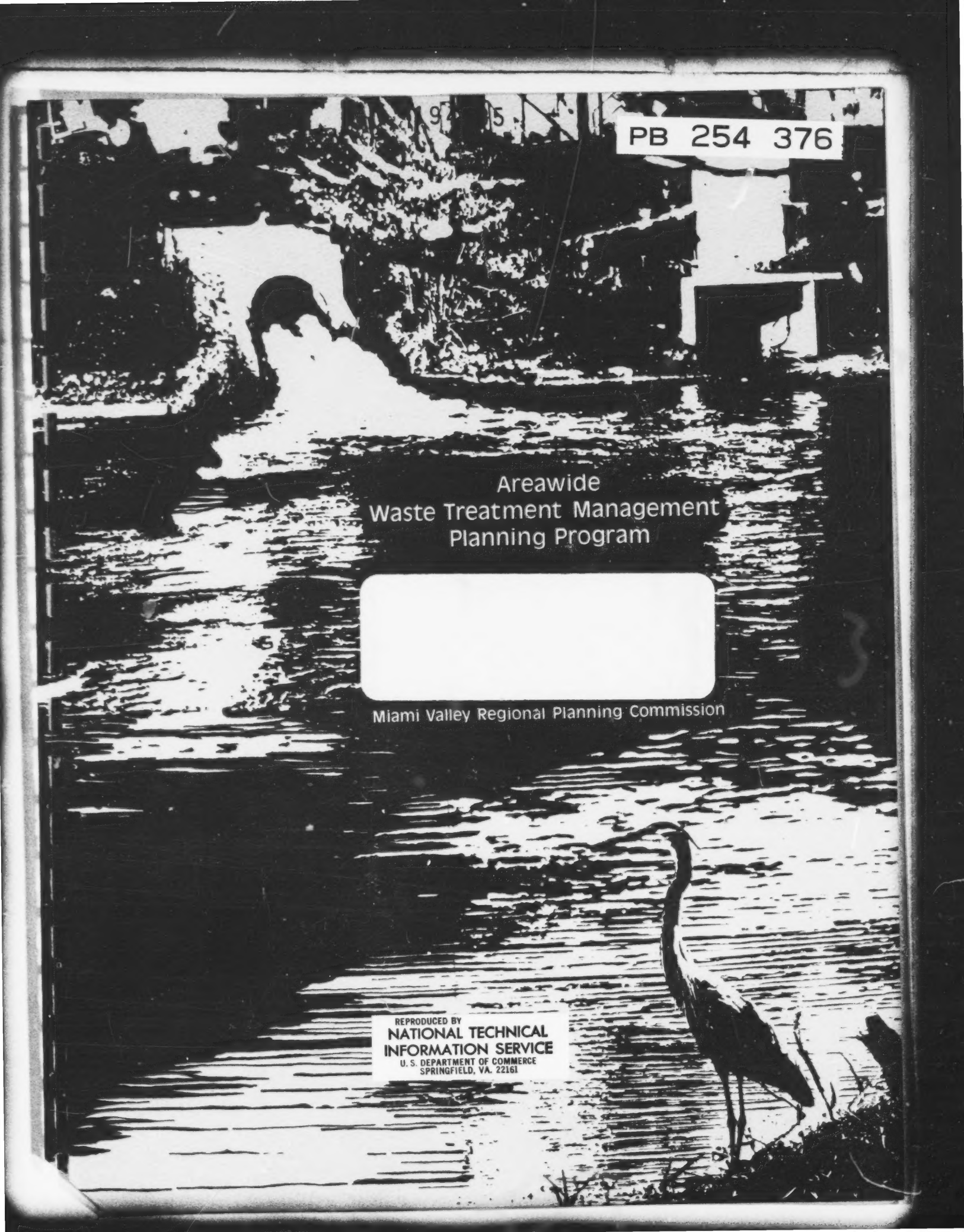
EXPERIENCE AND POTENTIAL FOR REGIONAL WATER QUALITY MANAGEMENT

MIAMI VALLEY REGIONAL PLANNING COMMISSION

PREPARED FOR
ENVIRONMENTAL PROTECTION AGENCY

MARCH 1976



PB 254 376

Areawide Waste Treatment Management Planning Program

Miami Valley Regional Planning Commission

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A geologic, geographic, and historic narrative of the Miami Valley (Ohio) area and the relationship of past and present selected trends to water quality management is described. The information is to be used in appraising the possible alternative management solutions which are developed in the Section 208 (PL 92-500) areawide waste treatment management plan.

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EXPERIENCE AND POTENTIAL FOR REGIONAL WATER QUALITY MANAGEMENT

M 5

March, 1976

Miami Valley Regional Planning
Commission
333 West First Street
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Approved by the Water Resources Committee
on February 24, 1976

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TABLE OF CONTENTS

		Page
	Preface	1
	Introduction	3
I	Description of the Region: Geologic and Geographic	5
II	History and Tradition of the Miami Valley: Prehistoric and Historic	11
III	Early Examples of Public Management Efforts Prior to 1960	15
IV	Recent Examples of Public Management Efforts: Post 1960	23
V	Present Public Attitudes Toward Regionalism	31
	Bibliography	47

FIGURES

I	Geologic Map of Ohio	6
II	Stream Map of Ohio - Major Drainage Basins	7
III	Ohio Canals	16
IV	Miami River Valley Drainage	19
V	Functions Performed by Counties: Area of Service 1971	34
VI	Public Views of Local Government in Ohio	35
VII	Level of Government that Should Provide Street Repairs and Maintenance/Protection of Environment	37
VIII	Level of Government that Should Provide Land Use, Planning, Zoning/Fire Protection	38

PREFACE

This report, Experience and Potential for Regional Water Quality Management, is one of a series of eight reports which together provide background information necessary for the development of the management component of the Section 208 Areawide Water Quality Management Plan and program being developed by the Miami Valley Regional Planning Commission (MVRPC).

In June, 1974, the MVRPC received a two-year grant from the United States Environmental Protection Agency for the purpose of preparing an areawide water quality management plan for the five county region - Darke, Greene, Miami, Montgomery and Preble Counties - as specified under Section 208 of the Federal Water Pollution Control Act Amendments of 1972. In February, 1975, the MVRPC retained the services of Linton and Company, Incorporated to assist in the development of the management component of that plan. Since that time the respective staffs have worked to develop an informational background needed to determine the management alternatives which will fit the technical alternatives selected toward solutions of present and potential water quality problems.

The reader will find that one report may reference one or more reports in this series. Because each report is quite detailed it was felt that referencing another report rather than recapitulating its contents was the wisest course. The other seven reports in this series are:

A Review of Federal Programs Impacting Regional Water Quality Management

Financial Critical Factors Analysis

Legal Critical Factors Analysis

A Review of Local Agencies Impacting Regional Water Quality Management

A Review of Regional Agencies Impacting Regional Water Quality Management

A Review of State Agencies Impacting Regional Water Quality Management

A Review of Critical Factors Impacting
Regional Water Quality Management

INTRODUCTION

The attainment of a workable plan for water quality in the five counties mandates that the physical and institutional problems and solutions be accurately defined and clearly stated. The completed plan and process must be grounded in a realistic assessment of what is and is not achievable within the Miami Valley. However diligently one labors on a plan, its success is ultimately measured in its adoption and implementation by those it seeks to serve.

One possible guide to the success of an areawide plan, and to the elements it should consider, can be obtained from an historical appraisal of the area's experience, of the physical, social, and economic focus which have affected its development. The ability of various interest groups and governments to compromise on specific issues or to compact for mutual benefits demonstrates a maturity which seeks a solution beneficial to the entire community.

The purpose of this report is to provide such an appraisal for the five counties of the Miami Valley which comprise the area of the Miami Valley Regional Planning Commission's two year Section 208 planning effort.

In fulfilling this purpose by describing the significant events primarily occurring in the field of public or governmental management, it is necessary to have an understanding of the Miami Valley's geology and history, which have set the scene for present day developments.

In the past years, when intergovernmental cooperation and public management changes were made essentially voluntarily, unmandated by the state or federal level of government, the Miami Valley's governmental entities and inhabitants had compiled a good record of cooperation and achievement. In more recent years, when coordination and cooperation between and among these groups has become a necessary prerequisite for federal and state funding, the climate has remained favorable to such efforts.

Some will say that specific geologic elements and historic events have created advantages for some Miami Valley communities at the expense of others. However, overall, when comparing this southwestern Ohio region to others in the state, there is a remarkable continuity which contributes to the establishment of a positive climate

in which solutions to public management issues have a realistic chance of being stated and achieved.

I. DESCRIPTION OF THE REGION: GEOLOGIC AND GEOGRAPHIC

The continuity of the geology, geographic and history of southwestern Ohio is striking, particularly when this region of the state is compared with all others.

A geologic map of Ohio (Figure I) shows that the southwest contains a great proportion of the state's oldest glaciated landforms. The underlying structure of its river basins - those of the Great and Little Miami and Mill Creek - is essentially homogenous, broadly categorized, in geologic parlance, as being part of the Central Lowlands. While other drainage basins within the state may be more extensive in square miles (Figure II), none drain a more geologically uniform area. The sum of the square mileage of the three southwestern Ohio drainage basins, 7,306 square miles, makes them the second largest area in the state.

In contrast to southwestern Ohio, the largest drainage basin in the southeastern region incorporates glaciated and unglaciated landforms, plateaus, and hills within its borders. This portion of Ohio is geologically classified as being within the Appalachin Plateau.

The physiography of southwestern Ohio is a unifying factor in its history because no significant natural barriers hindered settlement and because the Great and Little Miami River systems, with their broad valleys, served as north-south lifeways between the larger Ohio River and Great Lakes water systems. Human settlement and commerce were, therefore, naturally facilitated in prehistoric as well as historic times.

It is worth noting that when reference is made to specific geographic regions of Ohio, all regions are referred to by directional names, i.e., northeast, southeast. Only southwestern Ohio can be called the Miami Valley without qualifying the description.[1]

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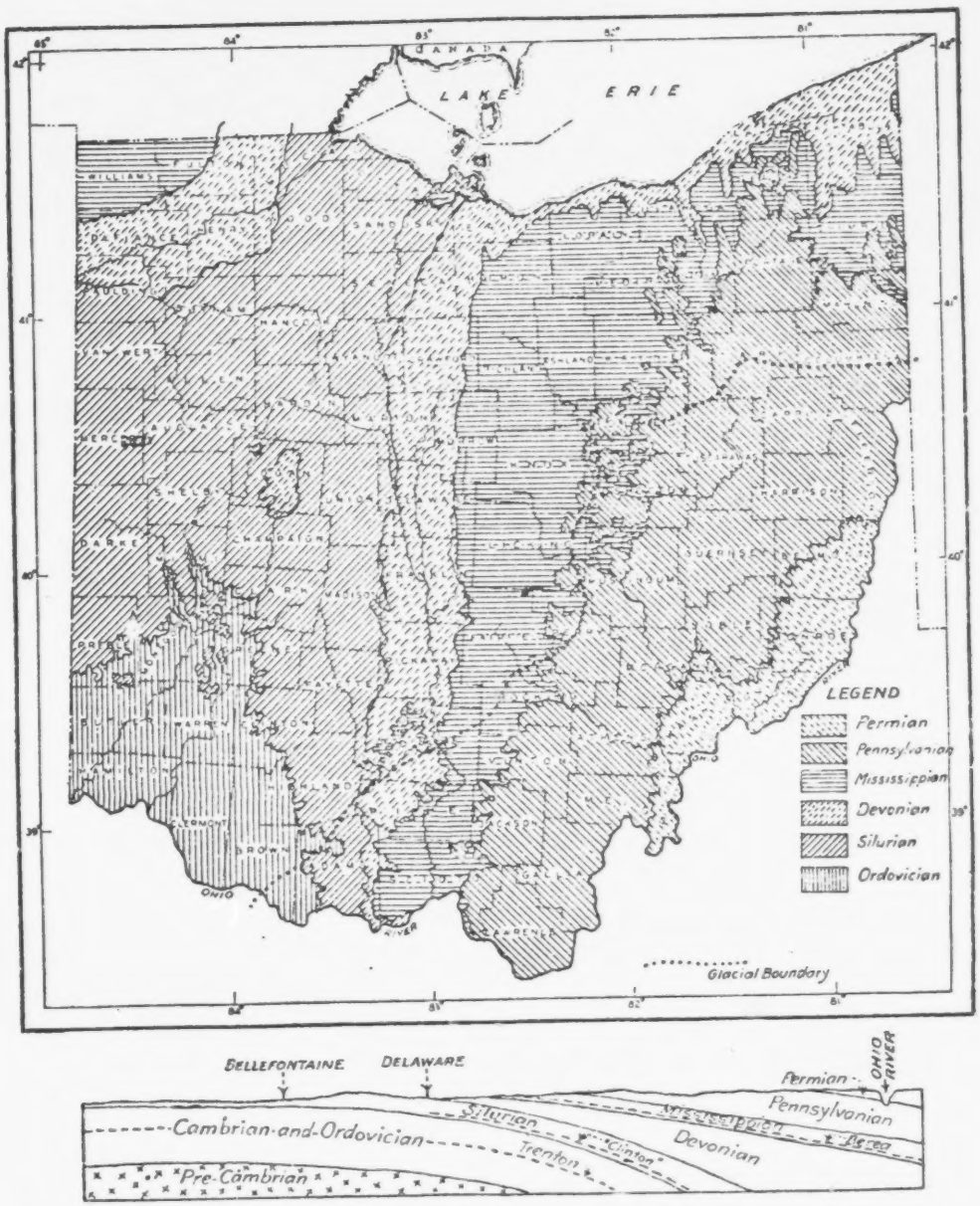
[1] Alfred J. Wight, Economic Geography of Ohio, (Columbus, Ohio, Department of Natural Resources, Division of Geological Survey, 1957), p. 104.

Figure I

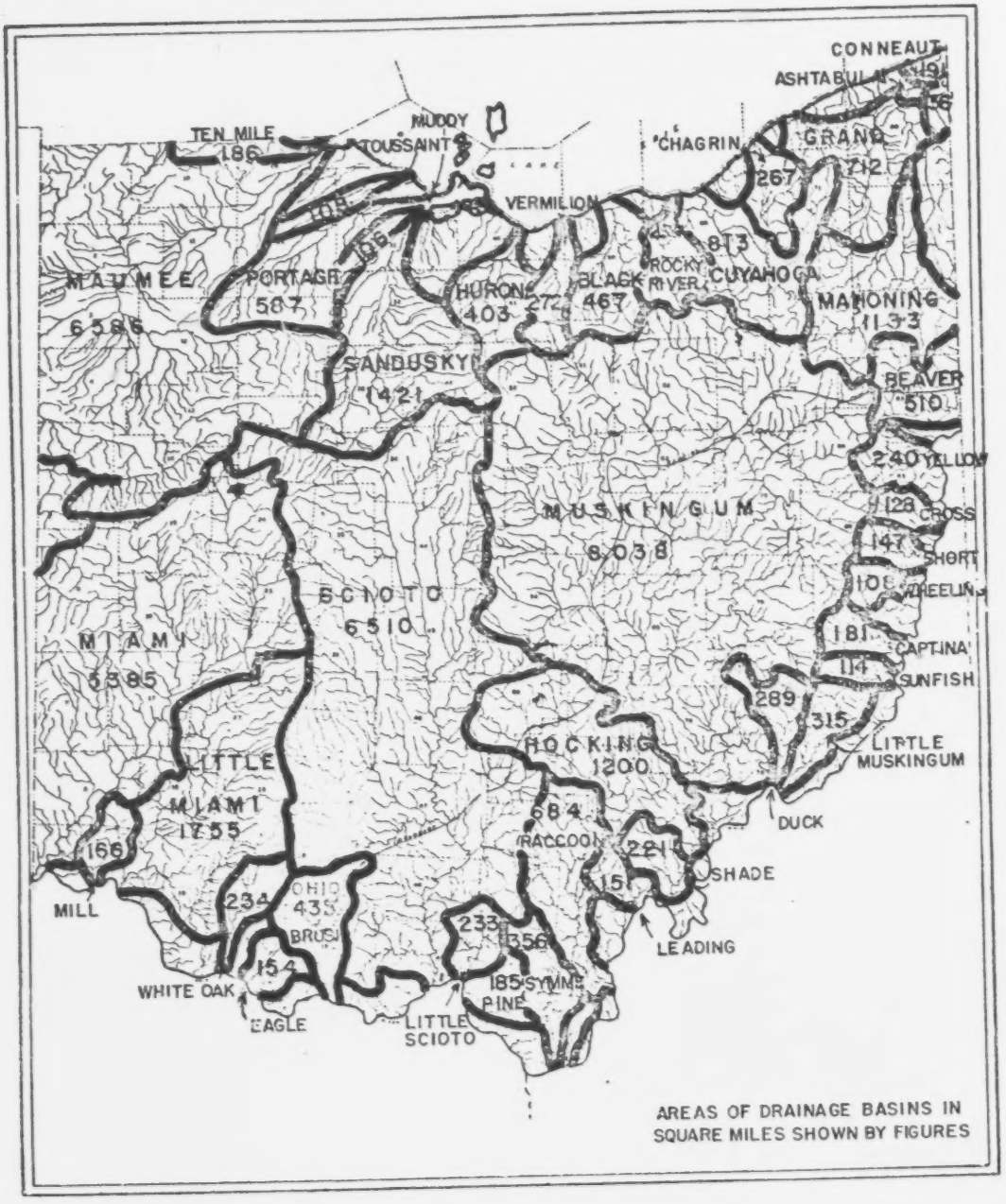


Ohio Division of Geological Survey

Geologic Map of Ohio

--from Alfred J. Wright, Economic Geography of Ohio, (Columbus, Ohio, Department of Natural Resources, Division of Geological Survey, 1957), p. 4.

Figure II



Ohio Division of Water

Stream Map of Ohio - Major Drainage Basins

--from Alfred J. Wright, Economic Geography of Ohio, (Columbus, Ohio, Department of Natural Resources, Division of Geological Survey, 1957), p. 6.

The ability to refer to an area by a descriptive name endows it with a kind of underlying integrity and cohesiveness.

That geology which gives the Miami Valley an overall unity also gives it some specific problems in the provision of water for the needs of an urbanized, industrial society. It places a special responsibility on the Valley's inhabitants to keep the water sources free from contamination caused by their own discharged wastes.

The principle source of water is ground water obtained by drilling wells into aquifers. It is often noted that Dayton is one of the largest metropolitan areas in the United States to be supplied by ground water. One description of the area is as follows.

> The principal streams in the Dayton area flow in wide valleys, which were cut deep into relatively impermeable bedrock by preglacial streams and partly filled by glacial deposition of sand, gravel, and till. The glacial deposits range in thickness from 150 to 250 feet and consist generally of an upper and a lower sand and gravel aquifer, each about 30-75 feet thick...Ground water recharge in the Dayton area occurs chiefly because pumping induces infiltration of stream-flow through the stream bed into the upper aquifer. Thus, the availability of ground water depends not only on the physical properties of the aquifer but also on the character of the surface-water flow and the rate at which water can penetrate through stream beds under various conditions.[2]

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[2]Stanley E. Norris and Andrew M. Spieker, Ground Water Resources of the Dayton Area, Ohio, Geological Survey Water Supply Paper 1808, (Washington, D.C., U.S. Government Printing Office, 1966), pp. 1-2.

The Miami Valley's dependency on ground water for its water supply has been, in the view of several observers, an obstacle to obtaining parity among governmental units, for those units which have ample well fields and recharge areas can sell water at their terms to those units which have little or no access to supplies. To overcome this obstacle of minimal water supply to various geographic areas, several levels and units of government within the Miami Valley have reached agreements on the purchase of water; these situations are discussed in Chapter IV, "Recent Examples of Public Management Efforts".

Often, immediate problems tend to magnify the differences and diminish the similarities of a situation. In the case of the Miami Valley, its problems of providing an adequate water supply for an urbanized area arise from a common source: all inhabitants must utilize the ground water resources and, to that extent, all have a vested interest in maintaining its purity and plentifulness.

II. HISTORY AND TRADITION OF THE MIAMI VALLEY: PREHISTORIC AND HISTORIC

The Miami Valley has a rich record of continuous occupation by successive civilizations. The activity of prehistoric populations is noted by numerous distinguishable mounds and earthworks throughout the area. Archaeologists regularly discover new settlements and these discoveries assist the understanding of the settlement patterns and relationships between and among the successive waves of ancient peoples.

An example of this is the current experience of the Dayton Museum of Natural History, which maintains an active archaeological program. When a Dayton municipal sewage treatment plant located south of the city near the Miami River was considering expanding its capacity into an agriculturally-used area, the Museum undertook what was at first considered to be an exploratory survey of the land proposed for, and adjacent to, the expansion. Several seasons of excavations have revealed an almost intact Fort Ancient culture village site, the first of its kind. The artifacts and implements uncovered at the "Incinerator Site" add to the store of information which shows the Valley to have had a thriving diverse agricultural and trading economy.

In more recent times, the ancestral home of the Shawnee people is located in Greene County, which is within the Little Miami River Valley. The most famous person of that tribe is the warrior Techumseh.

The Miami Valley had an important role in the initial settlement of the United States, as well as the westward migrations and the nation's subsequent industrial development.

Prior to the Revolutionary War, the Valley had been the scene of negotiations and trading compacts between the indigenous Indian tribes and the French or British traders who periodically held a tenuous sway over the lands between the Ohio River and the Great Lakes.

After the War, the lands became part of the settlement used by the government to satisfy its financial claimants. Various large and small purchase agreements were negotiated. The most notable of these was that made to Judge John Cleves Symmes

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of New Jersey. The Miami Purchase, as it is often called, encompassed much of the land within the present Miami Valley. Subsequent renegotiations and divisions of these large land settlements occurred among Revolutionary War officers who resided chiefly in New Jersey and Pennsylvania. The initial land claims were distributed among geographically and ethnically homogenous groups of migrating settlers. The present county names of Darke, Greene, Montgomery, Preble, Butler, Warren, and Hamilton memorialize Revolutionary War participants as does the City of Dayton. The settlements established after the initial land divisions tended to re-enforce the prevailing patterns: namely, agricultural development in the form of grain and livestock, particularly pork, production; and commerce, in these and other goods through the existing natural water routes and the construction of parallel overland roads.

From the earliest American settlement, the Valley was guided by the Northwest Ordinance of 1785 and its subsequent amendments which set forth certain basic land survey systems and land uses, and prohibited the prevailing practice of slavery. Being close to the Ohio River, to the cosmopolitanism of a commercial center such as Cincinnati, and to slave holding, pre-Civil War Southern states, perhaps accounts for a proliferation of educational institutions and an early black settlement in the Miami Valley.

The Miami Valley developed a particularly rich structure of higher educational institutions. In Oxford, which is located in Butler County, just south of Preble County, Miami University (1809) and Western College for Women (1853) were established. In Montgomery County, the University of Dayton, a Catholic school, was established in 1850. In Greene County, the famous educator, Horace Mann became Antioch College's first president in 1852. About 70 years later, Arthur Morgan, who was instrumental in forming the Miami Conservancy District, became Antioch's president. Nearby, Wilberforce University, established for the education of blacks, was founded in 1856. Later, in 1887, Central State College was established adjacent to Wilberforce.

The Miami Valley was, in the mid-19th century, one of the chief points of the Underground Railroad, the confederation of abolitionists devoted to securing the freedom of runaway slaves. The existence of a black agrarian population, primarily in Greene County, testifies to this part of the area's history.

Before the Civil War the Miami Valley was "the West". Its agriculture provided for its own needs and contributed to those of the United States. Without the agricultural mechanization and improved transportation provided by the canals and trains, it has been suggested that the labor-deficient Miami Valley would have been unable to serve as an agricultural exporting region.[3] As it was, the invention and improvement of farm machinery, much of which took place within or near Ohio in the first decades of mechanized agriculture, served to nurture a capacity for metal fabrication and manufacturing.

When the grain agriculture moved to the Great Plains states after the Civil War, the legacy of that mechanical capacity associated with that type of agriculture remained in the Miami Valley: first in the form of manufacturing farm machinery parts and, later, in the form of a tool and die industry.[4]

A manufacturing capacity historically related to agriculture was that of buggies, farm wagons, and carriages. The Miami Valley developed such an industry for the manufacturing of transportation vehicles. When carriages became "horseless" and then evolved into automobiles powered by an internal combustion engine, the area had established a capacity for inventing and producing transportation related goods.[5] An example of this is the Barney Car Works of Dayton which manufactured railroad passenger cars and rolling stock.

Other examples of inventive capacities associated with transportation in the Miami Valley are Wilbur and Orville Wright, bicycle repairers who developed the airplane; and Charles Kettering, who is famous for the automotive self-starter, which was only one of his many inventions.

The developing capacity in the crafting of metals and machine tooling was manifested in such companies as Armco Steel in Middletown, and the National Cash

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[3]Wright, loc. cit., 70.

[4]Interview with Dr. John Thompson, Department of Geography, Miami University, Oxford, Ohio, October 15, 1975.

[5]Wright, loc. cit., 71

Register (NCR) and Dayton Electrical Company (Delco) in Dayton. These larger factories, established in the last quarter of the 19th century and the beginning of the 20th, needed more labor than the Valley could provide. Therefore, they generated a migration of rural labor from the neighboring southern states of Kentucky, Tennessee, and West Virginia. Sending recruiters into specific counties and towns of these states, the large companies encouraged a mass migration of rural inhabitants who, although they work in the Miami Valley, recreate and sentimentally live in the hill country. To this day it is not unusual for the workforce in a particular company's shop to be composed primarily of persons from a single county in one of these states.[6]

This is a brief narrative of major events which have marked the settlement of the Miami Valley and its change from a chiefly agricultural-based economy to one composed of a mix of agricultural, commercial, and manufacturing elements.

[6] Thompson, loc. cit.

III. EARLY EXAMPLES OF PUBLIC MANAGEMENT EFFORTS: PRIOR TO 1960

An absence of physical barriers coupled with a relatively tranquil history of settlement has created, within the Miami Valley, a climate in which compromise and cooperation are possible.

While that sentiment may be regarded by some as being too optimistic, at least there exists little evidence to indicate that deep-seated vindictiveness and bitter feelings have been a consistent hallmark of intergovernmental relationships or have significantly impeded the search for solutions to common problems.

The Miami Valley has had a long history of state and local public management activities which have, in the main, produced positive benefits for the inhabitants. This involvement has cut across many sectors. Here, examples pertaining to the area's economics, governmental forms and environment are presented.

The economic example extends from the first half of the 19th century, the canal and tollroad era, up to the contemporary establishment, by the Ohio General Assembly, of the precedent-setting enabling legislation creating the Ohio Turnpike Authority. The improvement of commerce and communication within the Miami Valley and the state as well as between distance points of the nation has been a continual concern of the business community.

The road and water-borne transportation system of Ohio was rudimentary before the 1830's. Generally, the state and local governments had little interest in, or control over, road and waterway construction, improvement, or maintenance. However, at the urging of growing commercial and urban interests, particularly in southwestern Ohio from Cincinnati, the Ohio General Assembly and the Governors passed laws which established tollroads by the early 1830's, created an Ohio Canal Commission and authorized surveys for and construction of the Miami and Erie and the Ohio and Erie Canal systems (Figure III). These latter efforts put the state into the water-borne transportation business where it remained, with varying degrees of success, until the 1913 floods which ruined the then poorly maintained system beyond repair.

Figure III

Ohio Division of Geological Survey

Ohio Canals

--from Alfred J. Wright, Economic Geography of Ohio, (Columbus, Ohio, Department of Natural Resources, Division of Geological Survey, 1957), p. 82

The first length of the Miami and Erie Canal passed between Dayton and Cincinnati and was completed in 1828. Subsequent additions extended the system northward to Piqua (1837) and on to Toledo and Lake Erie (1845). The presence of the canal had a favorable effect on Dayton's growth. A history of Montgomery County records that the city had 210 buildings in 1827 and 1,001 in 1833. This building boom is attributable to the commerce generated by the new canal.[7]

Agitation for rail transit began almost concurrently with the canal era. However, while the Ohio General Assembly issued charters to many hopeful rail companies, few roads were actually built and operating until the late 1840's.

The predominant role of the state government lay in chartering transportation companies and in putting its financial backing behind water-borne transit efforts.

Interestingly, a recent transportation financing mechanism has served as the precedent for establishing a state water quality financing tool. The Ohio Turnpike Commission, created by the Ohio General Assembly as a means to create the financing necessary for the construction and maintenance of an important limited access highway link, was cited as an administrative and financial precedent by the proponents of the Ohio Water Development Authority (OWDA) at the time the legislation came before the General Assembly.[8]

In March, 1913, the Great Miami River devastatingly flooded the Miami Valley. Especially hard hit were the cities along its banks, such as Piqua, Dayton and Hamilton. A catastrophic natural disaster often seems to be the one sure way of inducing or hastening governmental change. In this case, the flood hastened a change in Dayton's city governmental form which had been under a ward and political patronage system. About this time, in keeping with the progressive, good government, a political philosophy which was then prevalent in the United States, the Ohio State Constitution was amended in September, 1912, to provide for "home rule" charter cities.

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[7] The History of Montgomery County, Ohio, (Chicago, W.H. Beers & Company, 1882), pp. 580-585.

[8] Thompson, loc. cit.

The Dayton business community wished the elimination of the prevailing patronage system and became interested in the Galveston (Texas) city commission plan of governance which itself had come about as a result of a natural disaster in 1901.

In the midst of these deliberations, the 1913 flood occurred and the impetus for enacting a city manager-commission form of government was strengthened. The question was put to the voters and adopted for operation beginning in January, 1914.

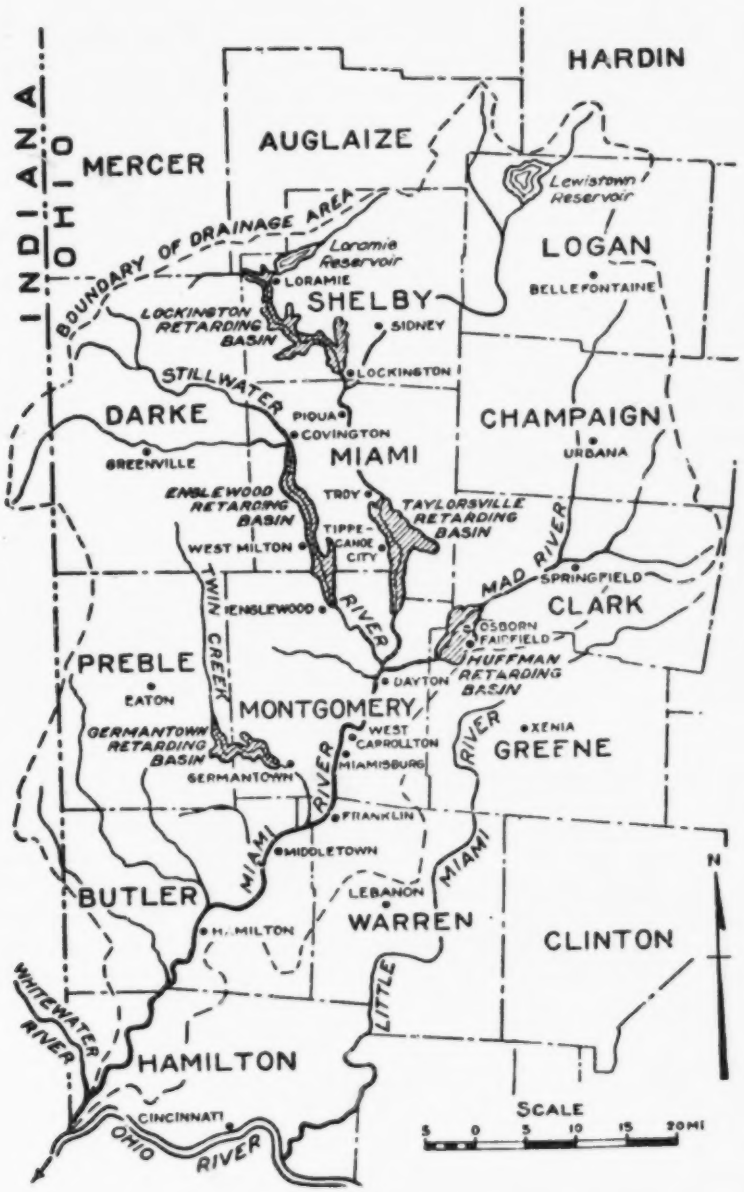
The wide contemporary appeal of the city manager-commission form of government for urban areas can be explained in several ways. First, the commission form was a reaction to the prevailing ward system, through which political patronage, regarded as a "sin" by efficiency-minded businessmen, flourished. Secondly, the prevailing political system often failed to provide those social, sanitary, and physical amenities which had become necessities of urban life. The city manager aspect had particular appeal for business interests and for communities wishing to deal quickly with specific problems because here, vested in one person, was the experience and authority necessary to carry out, in a professional manner, the daily, minute, complex tasks inherent in the governance of urban areas.

The primary example of better public management of the Miami Valley's resources is the promulgation of the Conservancy District law and the establishment, under that law, of the Miami Conservancy District.

The formation of the Conservancy District statute was a direct result of the Miami River's devastation of the Dayton area in 1913. Many prominent Dayton and Miami Valley business persons who had been active in flood relief work were instrumental in forming and promoting the passage of the law by the Ohio General Assembly, and were, after its passage, strongly supportive of the formation of the Miami Conservancy District. Both the concept of the Districts and the law creating them were the results of Arthur E. Morgan s efforts He was a creative young engineer called to Dayton to devise a way of "floodproofing" the Miami Valley.

Morgan's unique solution to the problem was to develop retarding basins (Figure IV), earthen dams which would be essentially dry but which would, in the case of heavy rains, prevent a surge of unmanageable water into the stream's channel. Bucking hydrological

Figure IV



Miami River Valley Drainage Showing Location of Retarding Basins

--from Memoirs of the Miami Valley, Volume One, (Chicago, Robert O. Law Company, 1919), frontispiece.

tradition and having no clear precedent with which to refute his more illustrious critics, Morgan searched the world for any kind of similar construction. He eventually found what seemed to be a suitable example in some medieval construction in France's Loire Valley. However, as he humorously reminisces, when he eventually saw this "precedent" he realized it was a constructional fluke[9] not in the least designed to do what he had in mind.

From his experience with other projects and from his interest in water control law, Morgan realized that designing a physical solution for the prevention of river flooding was not enough, that its implementation depended upon suitable statutory and administrative structures. Therefore, primarily on his own - "because lawyers only tell you what you can't do" - he rough-drafted the Conservancy District statute. When he had incorporated into it all those provisions he thought necessary for implementing his flood-proofing plan, such as the dominant right of eminent domain, (the predominance of this right is void), the recreation land use provisions, and the administrative primacy of the Common Pleas Court system, he shared it with prominent local and out-of-town attorneys.

Reminiscing about these years much later, Morgan related his disagreement with the then Governor James Cox, a Daytonian, over the political impartiality of the Common Pleas Court as the chief vehicle for administering the law. He also revealed that the provision for one Common Pleas judge per member county on a Conservancy District Court came from a late afternoon compromise he himself made one day when his usual companions in their watch of the General Assembly had left Columbus for Dayton.

After the passage of the bill, and after intensive and bitter lobbying by the proponents and opponents of the proposed Miami Conservancy District, the nine judges, representing the nine affected counties, voted on the Conservancy District's establishment.

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[9] On the tape of a talk given by Arthur E. Morgan to Ohio conservation personnel at Glen Helen in Yellow Springs, Ohio, perhaps in 1963. The tape was made available to MVRPC through the courtesy of Dr. John Thompson, Miami University, Oxford, Ohio.

The vote, Morgan relates, was 5-4 for establishment, a 4-4 split being along "political" lines. The four downriver judges, whose counties would benefit from the retarding basin "floodproofing" plan, voted for the District; the four upriver judges, whose counties would relinquish land for the retarding basins, voted against the District. The deciding vote was cast by a judge who voted against the will of his constituents. In Morgan's mind, this one vote vindicated his belief in the non-partisan cast of the Common Pleas Court.[10]

While differences exist, as they do with every public agency, over the manner in which the Miami Conservancy carries out its daily functions; and while the implementing legislation may need to be revised in keeping with changes in legal and administrative procedures, there seems to be little disagreement that the basic premises behind the law provide, where conservancy districts exist, an adequate framework for controlling the flooding of Ohio's rivers. The purposes for which a conservancy district can be created have broadened beyond those of flood control. A more specific discussion of the Conservancy District Act, as well as the Miami Conservancy District, can be found in the Regional Agencies volume of the 208 management report series.

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[10] Ibid. Not only this, but much of the information in the previous paragraphs has been gained from the tape.

IV. RECENT EXAMPLES OF PUBLIC MANAGEMENT EFFORTS: POST - 1960

Within the past fifteen years, there has been a growing recognition among the various elements of the public and private sector of the necessity for cooperation. This recognition comes, in part, from the restraints imposed by the densities of urbanization, which require cooperation between and among groups for the allocation of necessary but expensive resources and services.

A more direct and enforceable mandate for cooperation comes from federal and state governmental requirements which specify that an acceptable level of cooperation, between and among public and private efforts, must exist before non-local monies are committed to local projects.

Among the municipalities, townships, and counties of the Miami Valley, there has been an increase in formal and informal cooperative arrangements reached for the mutual benefit of all parties. These range from intra-county efforts in which the county government offers its services of expertise or equipment with the attendant economies of scale, to cooperative efforts between small municipalities and townships and to inter-county compacts which provide water and sewer services to natural drainage areas without regard to governmental boundaries.

Some specific examples of agreements pertaining to water supply and wastewater treatment are to be found in the experiences of Greene, Miami, and Montgomery Counties and the cities of Dayton, Troy and Tipp City. This is by no means a complete catalogue of existing agreements, nor is it an attempt to evaluate how well these agreements are working. It is simply meant to show that agreements are possible and have functioned over time.

Three noteworthy agreements exist between Greene and Montgomery Counties and, in one case, the City of Dayton, for the provision of some utility services to the urbanizing portion of western Greene County.

In the first case, the Montgomery and Greene County Sanitary Engineering Departments are cooperating on the Sugarcreek Regional Sewer System which

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is being constructed to serve areas of both southwestern Greene County and southeastern Montgomery County as well as northeastern Warren County, which is outside of this 208 area. Under another agreement between the two counties, water and sanitary sewer service is being provided to western portions of Beavercreek and Sugarcreek Townships in Greene County. Geographic areas not within this service area are served by individual wells and septic systems, an arrangement which has led to continued debate as the areas have attracted residents.

There exists, for a specific area of Montgomery and Greene Counties, a three-way agreement among the City of Dayton and the two counties by which the City sells its water to Montgomery County and also, after being transmitted through Montgomery County lines, sells it to Greene County. This arrangement was reached in the early 1960's and was reviewed several times since.

In Miami County, the Sanitary Engineer's Office has provided expert assistance to five small municipalities in need of engineering services but individually unable to afford them. As a result of these services, four of the five communities have proceeded to apply for Section 201 Step 1 federal facilities planning grant money.

The two larger municipalities in Miami County, Troy and Piqua, are preparing wastewater facilities plans which will include land areas beyond their corporation limits. The County Sanitary Engineer has served as the agent for townships and smaller municipalities in this planning activity. Also, when Piqua formulated a drainage plan several years ago, the County Sanitary Engineer's office incorporated it into its own plans.

The Miami Conservancy District has provided flood prevention and water quality services to numerous municipalities and counties through formal and informal agreements. Its role is only noted here; a more complete narrative of its significance is to be found in the Regional Agency report.

Another point of cooperation among governmental entities at the municipal level is in the collection of the personal income tax, which is currently levied by 25 municipalities.

> Of these, 13 use the City of Dayton as their centralized collection agency. Dayton administers the tax on a contract basis for all participating municipalities and charges them a relatively nominal fee.[11]

The arrangement can be made by any city or village, regardless of county. Troy, in Miami County, and Xenia, in Greene County, also act as centralized collection agencies.

Additionally, there have been several staff level agreements between Montgomery County and other governmental entities to resolve water and sewer service problems. An illustrative list includes:[12]

West Carrollton - Miamisburg Service Sewer & Water, 725 Lyons Road

Carrmonte Sewer District - Dayton

North Moraine Sewer Service - Dayton

Concept Area Greene County (Sanitary Service)

Concept Area Greene County (Water Service)

Greater Moraine/Dayton Sewer Service - Eastwood

Greater Moraine - Hog Hollow

Oakwood Sanitary Service

Oakwood Water Service

Riverside Sanitary District/Greene County/Dayton

Wright Patterson Air Force Base Agreement - Dayton

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[11] MVRPC Intergovernmental Cooperation in Municipal Tax Collection: Some Proposals (Dayton, Ohio, December, 1975), p. 4.

[12] From information supplied by Montgomery County Sanitary Engineer's Office, 1976.

Mad River Sanitary Sewer - Dayton

Stillwater Sanitary Sewer - Dayton

Northridge Agreement (Water)

Vandalia Water Line - Dayton

Brookville Water Line - Dayton

Wolf Creek Interceptor - Trotwood/Dayton

Great Miami Trunk Sewer Construction

Anderson Creek Pumping Station - Dayton

Old Troy Pike Sanitary Sewer Trunk - Dayton

Frigidaire Industrial Agreement

Cooperation between and among similar and varying levels of governmental entities has been increasingly emphasized as these entities have sought federal and state funds for capital and non-capital projects. The emphasis for cooperation and coordination of effort was first mandated for specific programs by the federal government in Section 204 of the Demonstrations Cities and Metropolitan Development Act of 1966. The mandate for a more specific review procedure was stated in the Intergovernmental Cooperation Act of 1968. Based upon that act, the federal Office of Management and Budget (OMB) issued OMB Circular A-95, which greatly increased the number of projects requiring review and formalized the procedures for conducting such a review. The other major addition to the mandatory review system was the National Environmental Policy Act of 1969 which directed the preparation of environmental impact statements in which the environmental benefits and liabilities of a particular federally funded action were to be set forth. State and local governments have an opportunity to comment on these statements.

Prior to being designated a "204" agency in 1967, the Miami Valley Regional Planning Commission (MVRPC) reviewed applications for federal funding that were voluntarily submitted by local governmental units. With the issuance of OMB Circular A-95 in 1969, the agency's review responsibilities were greatly expanded. The Project Notification and Review System (PNRS),

which provides affected regional and local governmental and public interest organizations with the opportunity to review and comment upon applications for specific federal programs, was established with MVRPC as the regional/metropolitan clearinghouse. Under PNRS, the MVRPC staff as well as other groups critique an application for its differences or similarities to known existing or proposed plans, programs, or policies. When a dissimilarity, a duplication of effort or a disregard of an existing accepted plan is spotted, the applicant is notified and attempts are made to correct the problem.

The power inherent in the A-95 process is the power of the designated clearinghouse to recommend that the applicable federal funding agency act negatively, that is, refuse to fund the proposal. This recommendation is made under extreme circumstances; usually, the outcome of negotiations between the staff and the applicant is a satisfactory correction of the problem.

The intent of the A-95 process to mitigate conflicts and duplications involving the expenditure of federal funds has worked at the MVRPC in such subject areas as open space and environmental issues. Perhaps the most successful use of A-95 to date in the Miami Valley is in the implementation of the Regional Housing Plan.

The essentials of the Housing Plan are that it defined a need within the jurisdiction of the MVRPC for a number of housing units for low and moderate income persons and set forth a way in which a specific number of housing units were "allocated" to each community. This approach utilizes the view that housing is a regional concern of all communities and not a concern of none or only one or two communities. Also, since "low and moderate income" is often used as a code word describing minority groups, such a dispersal concept tended to alleviate fears of communities that they would be inundated by "undesirable" neighbors. The establishment of need; the development of a plan; the public presentations and discussions prior to the adoption of the plan by the MVRPC, whose board is entirely composed of elected local officials; the adoption of the plan; and its mechanisms for implementation are more fully

presented elsewhere.[13]

Since 1970, when the Regional Housing Plan was adopted by the MVRPC and its implementation undertaken by local communities, it has received a general acceptance that is borne out in figures. The original plan established a 14,125 unit deficit of low and moderate income housing in the five counties. In 1975, it was estimated that about 4,400 units of assisted housing were constructed over that five year period, about 31 percent of the estimated deficit was met. The achievement of the construction of this many assisted units in the face of the uncertain federal and private funding situations that prevailed in these years is an accomplishment.

The passage of the 1974 Community Development Act and the establishment of new HUD guidelines for eligibility assistance has altered the numerical goals of the original plan and the approach to their attainment. Presently, each local community desiring community development block grant funds develops its own local assisted housing plan with specific numeric goals. The three-year sum of all communities goals is equal to the three-year total regional housing goal. The degree to which these goals are met will be determined by the level of federal funding.

The concept of cooperation to avoid duplication of funding has been established at the state level for state-funded projects in the State of Ohio by State-City Task Force Procedures. MVRPC serves as the clearinghouse for this review procedure. This is an additional program review function to that which the MVRPC has as the state designed Regional Planning and Development Organization (RPDO) with the responsibility to review state, local and special district projects and programs of regional significance.

To an existing climate of intergovernmental cooperation has been added a more formal structure whose purpose is to avoid duplication of effort and funding

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[13] Dale F. Bertsch and Ann M. Shafor, "A Regional Housing Plan: The Miami Valley Regional Planning Commission Experience," in Planners Notebook, Volume I, Number I, April, 1971. American Institute of Planners, Washington, D.C.

and to promote positive solutions to existing problems. Whatever combination of management solutions evolves for the implementation of the Section 208 Water Quality plan in the Miami Valley, they will be based on a relatively successful history of public management.

V. PRESENT PUBLIC ATTITUDES TOWARD REGIONALISM

The A-95 review and RPDO have done for the Dayton area what they have done for many other areas in the country. That is, it is beginning to bring about some order and cohesiveness to governmental planning and spending among diverse but coterminous jurisdictions. Governmental fragmentation which has developed over decades, often serving as a barrier to an area's natural and economic unity as is the case in the Miami Valley, is to some degree being reversed. Its progress is slow to be perceived by those people affected by it, the public. Nevertheless, "regionalism", however misunderstood or maligned the term, is beginning to make some inroads into the heretofore sacrosanct purview of local jurisdictions.

But what do local jurisdictions and their citizens feel about regionalism? What is the potential for regional planning and implementation of any program as viewed from the local point of view? These are the questions the following pages seek to address.

As with most attempts to draw conclusions from available information on almost any subject, the reviews are mixed. The climate for 208 areawide agency planning and regional implementation ranges from poor to highly favorable, depending on which facts are selected as bases for conclusion. Certain preliminary statements, however, can be made that will shed some light on the enigma of regionalism in the Miami Valley area.

The analysis of the potential of regionalism in the Valley is based on a series of surveys, the results of which are located in two documents. The first of these documents is a report to the Ohio Commission on Local Government Services on citizen attitudes in Ohio entitled, Local Government in Ohio: Citizens' Appraisal and Evaluation. Local Government looks into citizen attitudes regarding the structures and delivery of services by local government.

The total sample was 1,500, with 776 urban respondents and 724 rural respondents. Communities were considered urban if their population was 15,000 or greater. Statewide Opinion Research of Ohio prepared the survey and the report in 1973. Although the survey took into account all of Ohio, there are implications for the rural/urban nature of the Miami Valley.

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The second document is "The Regional Cooperation Survey" which is a report on four surveys taken in the Dayton area by the Public Opinion Center. A survey of an unknown number of Greene and Montgomery County residents taken in March, 1973; a survey of 1,433 residents in Darke, Greene, Miami, Preble, and Montgomery Counties and the City of Dayton in May, 1973; interviews with 82 delegates and alternates to the Miami Valley Regional Planning Commission in April, 1973; and a survey of 102 city managers and elected officials in April, 1973, are contained in the report.

It is important in reading the analysis to bear in mind the following caveats. At times, it is difficult to make cross-comparisons among respondent groups because, while some questions seek similar responses, the instruments are different with differing questions. The analysis, therefore, does not attempt to draw comparisons from dissimilar information. Also, it appears that respondents were not given definitions of the terms used in the interview process, such as "environmental quality", "air and water pollution controls", etc. How a respondent perceives a phrase will drastically alter her/his response; and unless a definition is given to respondents prior to questions, cross-comparisons, again, are difficult to make. Finally, as will be noted later in the analysis, respondents in both Montgomery and Greene Counties tended to be more favorable toward regionalism and toward planning on a larger than local level. Hence, the ability to expand some of the survey results to reflect the region as a whole is limited.

The discussion will be centered, wherever possible, around the functional areas of the 208 study, those being: wastewater management, water supply, water quality, stormwater, flood control, land use, transportation, and solid waste.

Perceptions of County Service in Urban and Rural Ohio

The survey conducted by Statewide Opinion Research was designed to emphasize citizen attitudes toward county government and related services, although other levels of local government are included. Government levels were grouped together in the analysis as federal and state government, county government, and city-village-township government. The report indicates that townships are not salient to most Ohioians and were most frequently associated with only fire and police

protection services. Throughout the survey report four categories of public services were used: physical and economic development; public safety; human resources development; and governmental operations and management.

The figure on the following page indicated the actual functions performed in counties in Ohio which fit under these four categories. Ohioians indicated only 17 of the services delivered, including transportation, routine disposal needs, zoning, utilities, environmental protection, and public health. Rural and urban respondents both felt that the most important service provided by the county government was physical and economic development with public safety second most important. Within the category of physical and economic development, transportation ranked as the most important service provided by county government by both urban respondents (26.0 percent) and rural respondents (33.8 percent). Routine disposal ranked a distant second with both groups: 4.6 percent of the urban respondents cited this as the most important service, and 2.8 percent of the rural respondents cited it as the most important service. Zoning and utilities together collected .13 percent of the urban responses and only .3 percent of the rural responses for the most important service rendered by counties.

These same categories drew some dissatisfaction from both rural and urban respondents, although rural people seemed to be more satisfied than urban people with county services. Asked to identify service areas where county services are most deficient, 18.5 percent of the rural people answered "nothing", while 14.1 percent of the urbanites registered "nothing". Breakdowns for dissatisfaction with functional areas are as follows: transportation-17.7 percent urban dissatisfied, 11.9 percent rural dissatisfied; routine disposal-2.7 percent urban, 4.0 percent rural; environmental protection-2.2 percent urban, 1.0 percent rural; zoning-1.3 percent urban, 2.6 percent rural; utilities-.6 percent urban, 1.0 percent rural. Dissatisfaction with public health service was about the same for both urban and rural respondents at 2 percent.

When the issue of local community problems was probed in the interviews, "not getting money's worth" and "property taxes too high" were ranked as the two most important problems by both groups of respondents.

Figure V

Function	Total No. Counties Responding 1,026-(A)		Total No. Counties Providing Function		Area of Service: Countywide area		Unincorporated areas only		Incorporated areas only		Services are funded by: User charge		Special tax levy	
	No. (B)	% of (A)	No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)
Public Safety:														
Police Protection	437	43	270	(62)	111	(25)	56	(13)	26	(5)	372	(85)		
Fire Protection	439	43	272	(62)	111	(25)	56	(13)	26	(5)	224	(51)		
Coroner's Office	818	80	804	(98)	10	(1)	2	*	19	(2)	350	(42)		
Corrections:														
Jails & Detention Homes	880	86	858	(97)	15	(2)	9	(1)	17	(19)	386	(38)		
Probation & Parole Services	594	58	580	(98)	4	*	2	*	8	(1)	259	(44)		
Public Welfare:														
General Assistance	804	78	802	(99)	1	*	1	*	5	*	356	(44)		
Medical Assistance	691	67	690	(99)	1	*	0	–	8	(1)	327	(47)		
Crippled Children	503	49	503	(100)	0	–	0	–	7	(1)	208	(41)		
Education:														
Elementary	576	56	549	(95)	11	(2)	15	(3)	3	*	296	(51)		
Secondary	526	51	500	(95)	10	(2)	16	(3)	3	*	289	(55)		
Special Education Programs	409	40	394	(96)	5	(1)	10	(2)	13	(3)	100	(49)		
Junior Colleges	160	16	155	(97)	2	(1)	3	(2)	18	(11)	79	(49)		
4 Year Colleges	30	3	28	(93)	1	(3)	1	(3)		(3)	11	(36)		
Libraries	542	53	461	(85)	37	(7)	44	(8)	63	(12)	279	(51)		
Transportation:														
Roads and Highways	785	77	661	(85)	112	(14)	12	(2)	28	(4)	375	(48)		
Parking	89	9	56	(63)	7	(8)	20	(29)	11	(12)	24	(27)		
Mass Transit	13	1	9	(69)	1	(8)	3	(23)	3	(23)	4	(31)		
Ports & Harbors	38	4	33	(91)	2	(5)	1	(3)	7	(19)	21	(58)		
Airports	331	32	276	(83)	7	(2)	48	(15)	40	(12)	135	(41)		
Sanitation:														
Sewers & Sewage Disposal	281	26	112	(43)	38	(15)	111	(43)	83	(32)	82	(31)		
Refuse & Garbage Collection	229	22	110	(48)	28	(12)	81	(40)	70	(31)	61	(27)		
Solid Waste Disposal	295	29	212	(72)	41	(14)	42	(14)	57	(19)	46	(15)		
Health:														
Public Health	771	75	759	(98)	8	(1)	4	*	18	(2)	360	(47)		
Mental Health	611	60	608	(99)	1	*	2	*	24	(4)	288	(47)		
Air Pollution	134	13	130	(97)	4	(31)	0	–	1	*	55	(41)		
Water Pollution	120	12	112	(93)	6	(5)	2	(2)	1	*	47	(39)		
Mosquito Abatement	166	16	137	(82)	11	(7)	18	(11)	4	(2)	74	(45)		
Animal Control	334	33	294	(88)	30	(9)	10	(3)	41	(12)	118	(35)		
Hospitals	397	39	374	(94)	2	*	21	(5)	77	(19)	168	(42)		
Ambulance Service	379	37	351	(93)	10	(3)	18	(5)	89	(23)	133	(35)		
Parks & Recreation:	390	38	319	(82)	45	(12)	26	(6)	28	(7)	162	(42)		
Financial Administration:														
Tax Assessment & Collection	837	81	812		15		10		24		383			
Personnel Services	191	19	156		32		3		4		92			
Central Purchasing	174	17	133		37		4		5		72			
Data Processing	154	15	93		57		4		13		61			
General Control:														
Courts	700	68	688	(98)	3	*	9	(1)	34	(5)	32	(46)		
Prosecution	676	66	664	(98)	5	*	7	(1)	16	(2)	26	(4)		
Public Defender	319	31	314	(98)	3	*	2	*	8	(3)	133	(42)		
Planning	625	61	423	(81)	87	(18)	15	(3)	18	(3)	206	(39)		
Zoning	438	43	311	(71)	95	(22)	32	(7)	26	(59)	189	(39)		
Code Enforcement	233	33	132	(57)	64	(27)	16	(69)	21	(9)	74	(32)		
Subdivision Control	310	30	209	(67)	87	(28)	14	(45)	23	(74)	107	(35)		
County Buildings & Public Works:														
Auditoriums	29	3	15	(52)	6	(21)	8	(28)	8	(28)	6	(21)		
Museums	144	14	130	(78)	6	(4)	8	(6)	7	(5)	9	(6)		
Miscellaneous:														
Cemeteries	203	20	139	(68)	42	(21)	22	(11)	27	(13)	81	(40)		
Veterans' Affairs	491	48	485	(98)	2	*	4	*	8	(2)	222	(45)		
Cultural Affairs	45	4	41	(91)	0	--	4	(9)	7	(16)	15	(33)		
Agricultural Extension Services	764	74	756	(99)	7	*	1	*	13	(2)	339	(44)		
Livestock Inspection	198	19	190	(97)	6	(3)	0	--	2	(10)	51	(26)		
Natural Resources:														
Flood & Drainage Control	227	22	199	(88)	24	(11)	4	(2)	18	(8)	110	(48)		
Irrigation	58	6	42	(72)	14	(24)	2	(3)	18	(28)	21	(36)		
Soil Conservation	419	41	396	(94)	24	(6)	0	--	21	(5)	143	(34)		
Fish & Game	139	14	137	(99)	2	*	0	--	18	(13)	35	(25)		
Housing & Urban (Rural) Development:														
Public Housing	137	13	81	(59)	15	(11)	41	(30)	21	(15)	23	(17)		
Urban Renewal	59	6	31	(53)	4	(7)	23	(40)	5	(9)	10	(17)		
Industrial Development	170	17	143	(84)	4	(2)	23	(14)	9	(5)	44	(26)		
Public Utilities:														
Water Supply	202	20	90	(45)	28	(13)	86	(43)	58	(29)	39	(19)		
Power Supply	127	12	95	(75)	4	(3)	28	(22)	58	(46)	11	(9)		

*Less than one percent but greater than one-tenth of one percent

Functions Performed by Counties: Area of Service 1971

From: Local Government Services in Ohio: Citizens' Appraisal and Evaluation, by Statewide Opinion Research

Figure VI

Public Views of Local Government in Ohio

	AGREE	DISAGREE	DK/NA
County officials other than commissioners should be appointed rather than elected.	16.1%	78.9	5.0
County government plays an important role in Ohio.	77.4%	14.8	7.8
There should be a person like a city mayor to preside over county government.	48.4%	40.5	11.1
I am willing to pay more taxes for better services.	45.9%	47.0	7.1
Counties should have a council, like in cities, to do their work.	56.2%	31.4	12.4
The county I live in should be combined with another county to make government more efficient.	16.8%	73.4	9.8
County government is just not very effective in Ohio.	31.1%	49.9	19.0
Small school districts should be consolidated into county-wide school districts to save money.	42.7%	47.3	10.0
Combining different law enforcement agencies into a single county-wide police force would improve law enforcement in Ohio.	45.9%	42.7	11.3
Public services would improve if city and county government were combined into a single government.	35.7%	49.5	14.8
I am basically opposed to making changes in county government.	32.6%	58.5	8.9
A single, county-wide government would increase taxes for people like me.	40.2%	35.6	24.2
I would not object to my county being combined with another county, even if it meant that the name of my county would be changed.	28.9%	64.1	7.0
A large number of small cities in a county hampers efficient government.	40.1%	42.6	17.3
I want better county services, but not at the cost of higher county taxes.	63.4%	29.2	7.4
We would have better fire and ambulance services if they were all run by the county.	28.1%	58.2	13.7
If I have to pay taxes, I would rather pay taxes to the county instead of to the state.	56.7%	29.4	13.9

From: Local Government Services in Ohio: Citizens' Appraisal and Evaluation, by Statewide Opinion Research

Do people in Ohio have a negative attitude toward their county government? The report indicated the opposite. Over 80 percent of the urban respondents and over 90 percent of the rural respondents agreed that "county government plays an important role in Ohio". Public views of local government in Ohio are shown on the following page. Note from the table that nearly 50 percent of the respondents feel that county government is relatively effective in Ohio; a high degree of respondents would like to see changes in county government and most people want better services, but not at the cost of higher county taxes. Single county government was generally opposed, probably because of the likelihood of higher taxes. Most Ohioians indicated considerable confidence in county government when they reported they would prefer to pay taxes to the county rather than the state.

The term "government reorganization" draws unfavorable reaction. Most respondents were opposed to merging their county with another and more than 70 percent do not believe that county mergers would make government more efficient. People were responsive to selective changes in county government, however. Changes that relate particularly to service delivery considerations rather than to purely structural or administrative considerations were favored by many. Over 60 percent of all respondents would like to combine some county services but leave other services the way they now are.

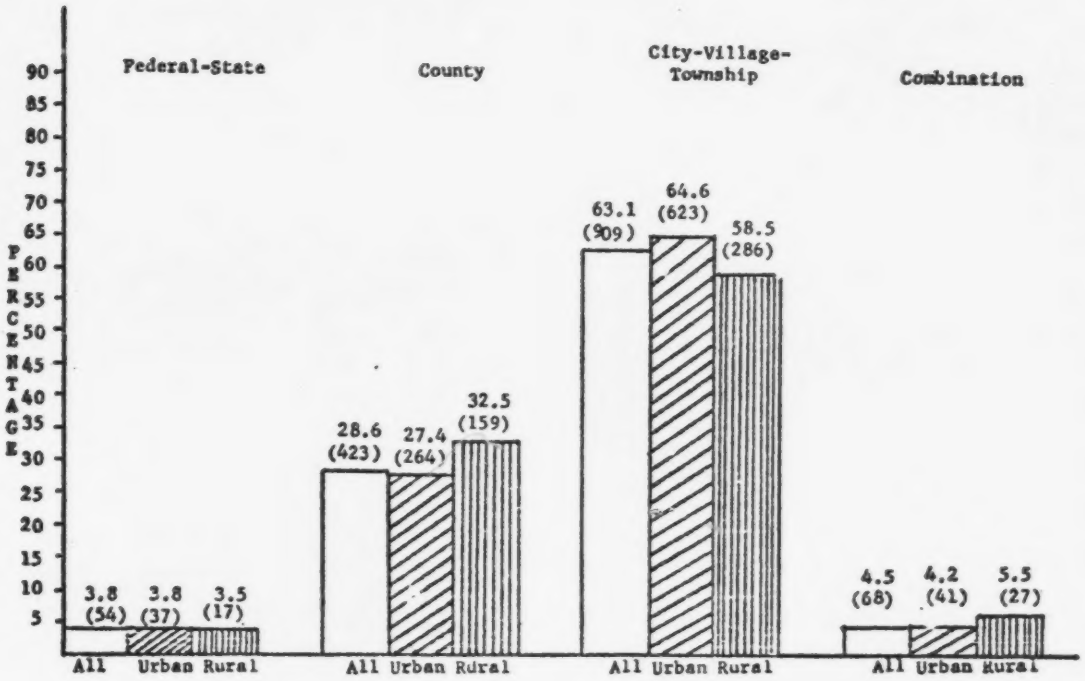
With the exception of environmental protection, Ohioians tend to look almost exclusively to the city, village, township and county for other local services. When asked what level of government should be primarily responsible for services, Ohioians strongly endorsed local action.

Though both urban and rural respondents tended to accord primary responsibility to city-village government, rural Ohioians, much more than urban people, consistently accorded a substantial role to county government. See the following charts for a breakdown of some categories.

One conclusion made in the Local Government report was that many people are indifferent to county government and thus much latitude appears to exist for reforming county government. Changes in county and local government that are primarily based on purely administrative and structural considerations designed

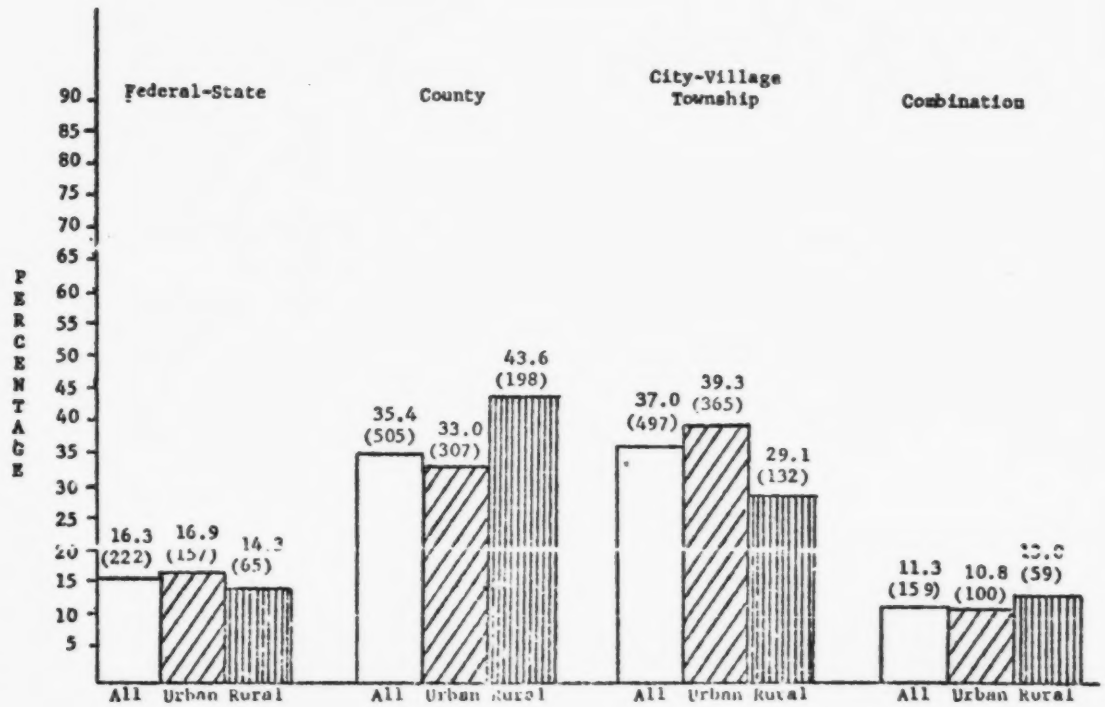
Figure VII

Level of Government that Should Provide
STREET REPAIRS AND MAINTENANCE

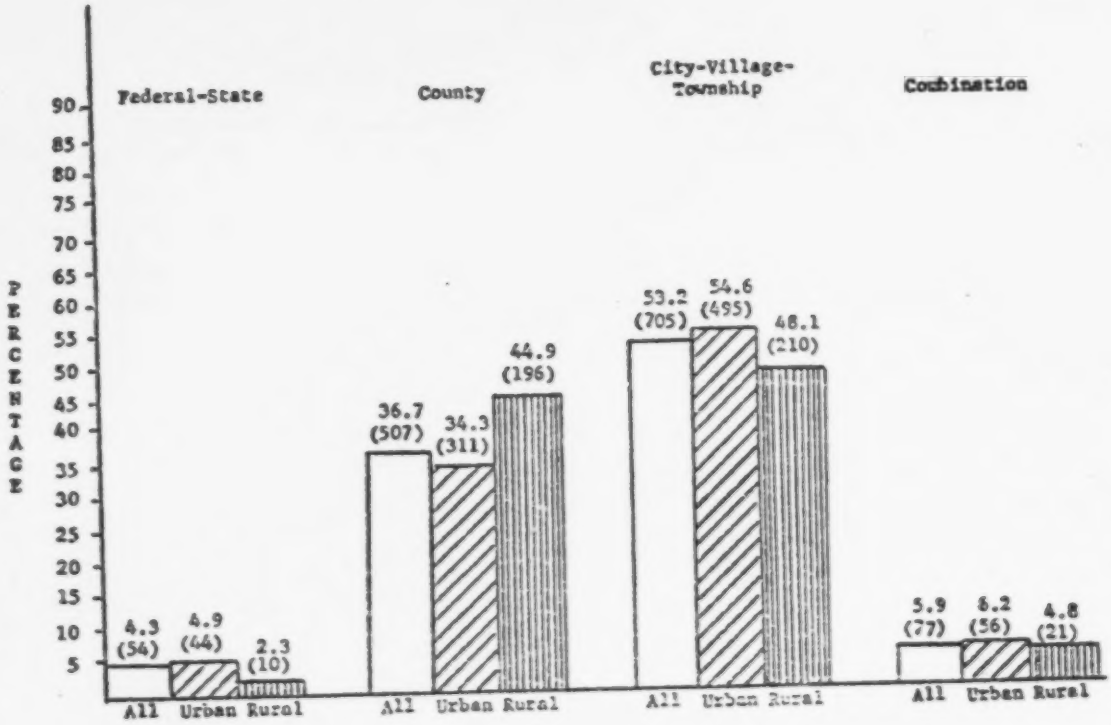


From: Local Government Services in Ohio: Citizens' Appraisal and Evaluation, by Statewide Opinion Research

Level of Government that Should Provide
PROTECTION OF ENVIRONMENT

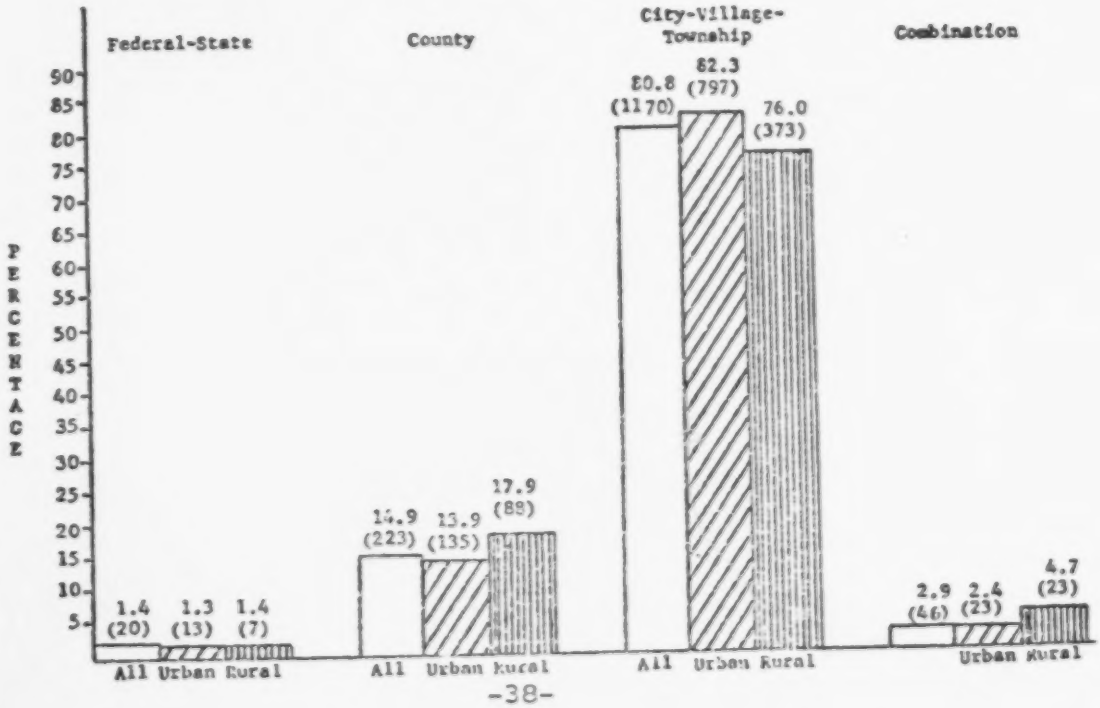


Level of Government that Should Provide
LAND USE, PLANNING, ZONING



From: Local Government Services in Ohio: Citizens' Appraisal and Evaluation, by Statewide Opinion and Research

Level of Government that Should Provide
FIRE PROTECTION



to improve government efficiency are likely to be met with substantial opposition. Changes that can be related more specifically to service delivery are more likely to be supported by the public.

The Miami Valley Public Opinion

The survey of public opinion conducted during May, 1973, yielded some interesting results. A total of 1,133 people were surveyed in the five county Dayton area. When queried as to how necessary it was to have a regional agency to plan for the area as a whole, 76 percent of the respondents stated it was "very necessary" or "necessary". A county-by-county analysis indicated that the necessity of regional planning was perceived with nearly equally intensity in each county. Most people, however, when asked why regional planning was necessary or unnecessary, were unable to mention any specific reasons. Those responding often said that regional planning was more efficient and would eliminate duplication of services.

Sixty-six percent also agreed that a regional planning agency should be given more authority to implement its plans. Miami County was slightly less enthusiastic about the degree of increased authority. Yet, only 43 percent of those persons interviewed had ever heard of or read about the Miami Valley Regional Planning Commission (MVRPC). Those that did recognize the name could not identify the kind of planning done, the source of funding, the counties it serves, or how its authority is exercised.

Greene, Miami, and Montgomery County respondents most often recognized MVRPC. About 50 percent of the people interviewed in Darke and Preble Counties had heard of the MVRPC. Officials interviewed in later surveys (see below) feel that regional planning benefits big cities. It is interesting to note that people who are supposed to benefit the most from a regional organization are the ones least aware of the organization. The area with the lowest level of awareness regarding the MVRPC was the city of Dayton itself.

Of those people who had heard of the MVRPC, only 15 percent mentioned correctly any one of its planning efforts (housing, transportation, environmental quality, land use, water and sewer facilities or open space). The general lack of public knowledge of the MVRPC carried over into a series of questions concerning the methods

used in carrying out the plans of the MVRPC. Many interviewed simply responded "don't know".

Residents who had heard of the MVRPC were asked which planning area the MVRPC should focus on the most. The choices were land use, housing, environmental quality, transportation, water and sewer facilities, and open space. Housing and environmental quality were each mentioned by 24 percent of the respondents as their first choice. Land use and transportation were second and third respectively. Water and sewer facilities received 7 percent and open space 4 percent.

In the interview process, respondents were given the opportunity to select the level of government (regional, county, or local) that should have responsibility for planning in the areas of water and sewer facilities, police and fire protection, public transportation, health care services, air and water pollution controls, education, and social services. The local level gained a plurality of area residents' responses in five of the seven categories. When county and regional level responses were combined, a majority of Miami Valley residents did state that planning should be done on a larger than local jurisdictional base in six of the seven categories.

Nearly 47 percent of respondents believed planning for water and sewer facilities should take place at the local level, 32 percent felt county-wide, and 18 percent regional level. Over half of the residents in all counties, except Montgomery, supported local planning, while 41 percent were in favor of local planning in Montgomery County.

Results of air and water pollution control questions indicated the strongest citizen support for planning on a broader jurisdictional base. Forty-eight percent thought air and water pollution controls should be regionally planned. Only 16 percent favored local planning, while 31 percent supported county-wide planning for pollution control.

Following planning questions, questions regarding administration of the same services were asked. Residents saw little difference between responsibility for planning public services and the responsibility for administering those same services. Forty-seven percent said the major responsibility for administering water and sewer facilities should be at the local level,

nearly the same percentage has felt planning of these facilities should be at the local level. Thirty-three percent said the responsibility should rest with the county and 17 percent responded "at the regional level". In Montgomery County, however, residents were almost equally divided between local administration and county administration of water and sewer facilities.

Administration of environmental protection was most often viewed as a regional function by those persons interviewed, with a 40 percent response rate. Local administration was favored by 29 percent and 26 percent of the respondents favored the county level. Preble County respondents most often favored county-wide administration.

Based on this particular sample of interviews and analyzed results, it is safe to say the public is basically satisfied with the status quo, i.e., local government planning and administration for most services. Only when issues are obviously of a more regional nature, such as air and water pollution, and are not likely to be resolved by individual jurisdictional initiative, do respondents favor regional planning and administration.

Local Elected Officials in Miami Valley

Eighty-two elected city and village officials living in Montgomery or Greene Counties were interviewed, 44 of whom were delegates and 38 alternates to the MVRPC. Most of the information garnered from the survey centered on attitudes toward the MVRPC and its staff, and the degree to which people supported the MVRPC.

Staff characteristics were evaluated by the respondents in terms of accessability, comfortable to talk with, aggressiveness, receptiveness. The outcome was that the staff was highly rated in accessability, but were rated lowest on being receptive to comments.

Interest and involvement, however, in the MVRPC activities and purpose may be limited among the delegates to the Commission and the delegates' alternates. This is reflected in the statistics for committee membership of the Commission, which show that 21 percent of the delegates reported serving on no committee, even though all delegates are assigned to at least one committee.

Delegates and alternates voiced some dissatisfaction with the MVRPC procedures which lead some to believe there is not enough opportunity for their input into the processes and/or documents. The question posed was, "In your opinion, do drafts of the MVRPC documents appear to be in final form before the opportunity arises for you to comment?" Fifty-two percent responded affirmatively and 42 percent responded negatively. Yet nearly 60 percent of the representatives responding also felt that they did not have sufficient time for input into the MVRPC decision-making process.

Elected officials and city managers of the area have a moderate knowledge level regarding the MVRPC. About 20 percent of the 102 officials interviewed said they did not recall the MVRPC's functions. Forty-three percent mentioned that the organization plans for the region as a whole, and 12 percent stated that the MVRPC was established as a problem-solver of area-wide problems.

Housing was the most often mentioned area of the Commission's activity, receiving a 35 percent response. Thirteen percent mentioned master planning, 11 percent mentioned transportation. About one-third of the officials responding did not mention any specific programs.

Water and sewer facility planning evoked relatively little public interest, but this proved to be the program area about which most officials stated they would like to know more. Land use planning was second for both officials and the public. Environmental quality received 42 percent, housing and open space each received 39 percent, and transportation, while the second most often mentioned planning area by the public, at 34 percent was lowest on the list of subjects about which officials desired more information. It would appear that elected officials and the public which they represent have divergent perspectives on issues related to 208 planning.

The public opinion survey showed that 38 percent of the respondents disagreed with the statement that "MVRPC really doesn't accomplish much because all it can do is make plans". However, 16 respondents felt that the MVRPC was ineffective. Nearly 31 respondents felt that the MVRPC "doesn't accomplish much because all (it) can do is make plans". Fifty-two percent disagreed and 17 percent had no opinion.

The issue of the MVRPC's authority is controversial, according to the reported statistics. Forty-eight of the officials disagreed with the statement "The MVRPC should have more authority to implement its plans". Thirty-six percent agreed with it and 15 percent had no opinion. This response may be a result of stated feelings about the MVRPC orientation or predisposition toward counties and cities with large populations. About 56 of the respondents believed that the Commission is oriented toward Dayton ("counties and cities with large populations") and Montgomery County, while nearly 35 respondents disagreed.

Elected officials and city managers tended to believe that services should be planned, funded, and administered at the same level of government as they are now. Officials were first asked which level of government should have major responsibility for planning in the areas of education, health care, water and sewer facilities, police and fire protection, recreation, transportation, social services, and land use. Strong majorities (75 percent and 69 percent, respectively) favored local planning in police and fire protection services and education, while a lesser majority (54 percent) indicated local level planning for recreation, and a plurality (44 percent) wanted local planning for land use. Planning for health care services and social services was viewed by most as a function of the county level government, while a majority believed transportation should be planned at a regional level.

The area of water and sewer facilities produced a division of opinion among officials. While 37 percent stated facilities should be planned locally, 37 percent felt they should be planned on a county-wide basis. Furthermore, officials felt that the same level of government should also fund public services and activities. Regional funding was indicated by 57 percent for financing environmental protection.

In summation, fire and police protection, education, recreation, and developmental control was favored at the local level; county-wide administration for health care and social services; and regional administration for environmental protection and transportation.

Officials and delegates are generally favorable toward the idea of administering most regional functions

under one agency. Seventy percent of respondents in both groups believe that regional functions should be administered by one agency. Sixty-one percent of the officials agreed that there is too much overlapping of regional agencies, and 65 percent felt that administration of regional functions by one agency would not cost more than providing for them separately.

Some insight as to how much officials, delegates, and alternates value participation in regionalism may be reflected in the responses elicited concerning information flow. When delegates and alternates were asked how they informated their local officials about the MVRPC organization, about four out of five indicated that officials were informed through meetings or informal contacts; 26 percent used written reports, and 15 percent, the media. When officials were asked how they received most of their information about the MVRPC, most indicated sources other than contacts with delegates. Indeed, a full 57 percent could not recall their delegate's name, and 77 percent could name the alternate.

The amount of contact between officials and the MVRPC staff was limited. Twenty-two percent "seldom" contacted the MVRPC for assistance, and the same percent "often" contact the staff. More than one out of five said that they had never contacted the organization for assistance.

Conclusions from Surveys

1. County government and multi-community organizations seem to be the most plausible vehicles in the Miami Valley region for carrying out portions of a Section 208 areawide plan.

In general, urban and rural respondents were reasonably satisfied with county services which are related to 208, according to the Local Government survey. A high degree of people questioned would like to see some changes in county government toward better services, but not at the expense of higher county taxes. At the same time, people reacted negatively to the idea of governmental reorganization. Seventy percent of the survey's respondents were opposed to county mergers, presumably because they felt that efficiency would not be served.

Yet people reacted favorably to selective changes in government, particularly with respect to services rendered. Changes focusing on administrative or sturctural changes were not favored by many. Over 60 percent would like to combine some county services, while leaving some alone. It would seem, from this survey, that if proposed county government changes are related to, and based on, improvement of service delivery, the public will be more inclined to support them.

Respondents in a series of Miami Valley interviews generally follow the trend of Ohioians interviewed statewide. People were given the opportunity to select the level of government which should plan for, among others, water and sewer facilities, and air and water pollution controls. The local level was favored in five of seven categories. But when county and regional level responses were combined, most residents did state that planning should be done on a larger than local jurisdictional level. Results of air and water pollution control questions indicated high citizen support for broader planning, and operation but water and sewer facility planning and operation at the local level was consistently favored. This leads to another important conclusion.

2. Citizen support for areawide 208 planning and implementation may be ciritical to success, and public information efforts must assume new importance.

Since it is unknown whether, during the poll process, the public was given a definition of the terms "environmental quality", "air and water pollution", it is impossible to ascertain if the public could determine the intricate interrelationships among the functional areas of 208 (i.e., water supply, water quality, stormwater, transportation, flood control, land use, and waste water management). Clearly, however, the connection between water and sewer facilities and air and water pollution was not drawn by a majority of the respondents in all categories since many favored local planning for sewers and water, but regional or county planning for air and water pollution controls.

The statistics are indicative of a broader problem, the lack of public information. Since the public has strong feelings on government, planning, and the services provided in the implementation of plans, the public must be involved in the 208 planning process, or, at a minimum, kept informed on a widespread basis about the meaning of the terms, process, and input needed from the citizens. Further, citizens cannot be a viable part of the process unless they are given two critical opportunities: the opportunity to learn, and the opportunity to participate.

3. Issues of regional significance should be discussed in specific language.

From some of the survey results, it would seem that the more complex an issue appears to be, such as "environmental quality", the more respondents, in public office, as public citizens, and as delegates, see it as a regional issue. The more cut-and-dried an issue appears to be, as with water and sewer facilities, the more respondents in all interview groups tend to see it as activity which can be handled at a local level. When planning for areawide programs, from the results of the various surveys, it appears that, if issues are taken one at a time, discussed specifically, with emphasis on service delivery, rather than administrative/structural overtones, then the public will tend to support the goals of 208 planning.

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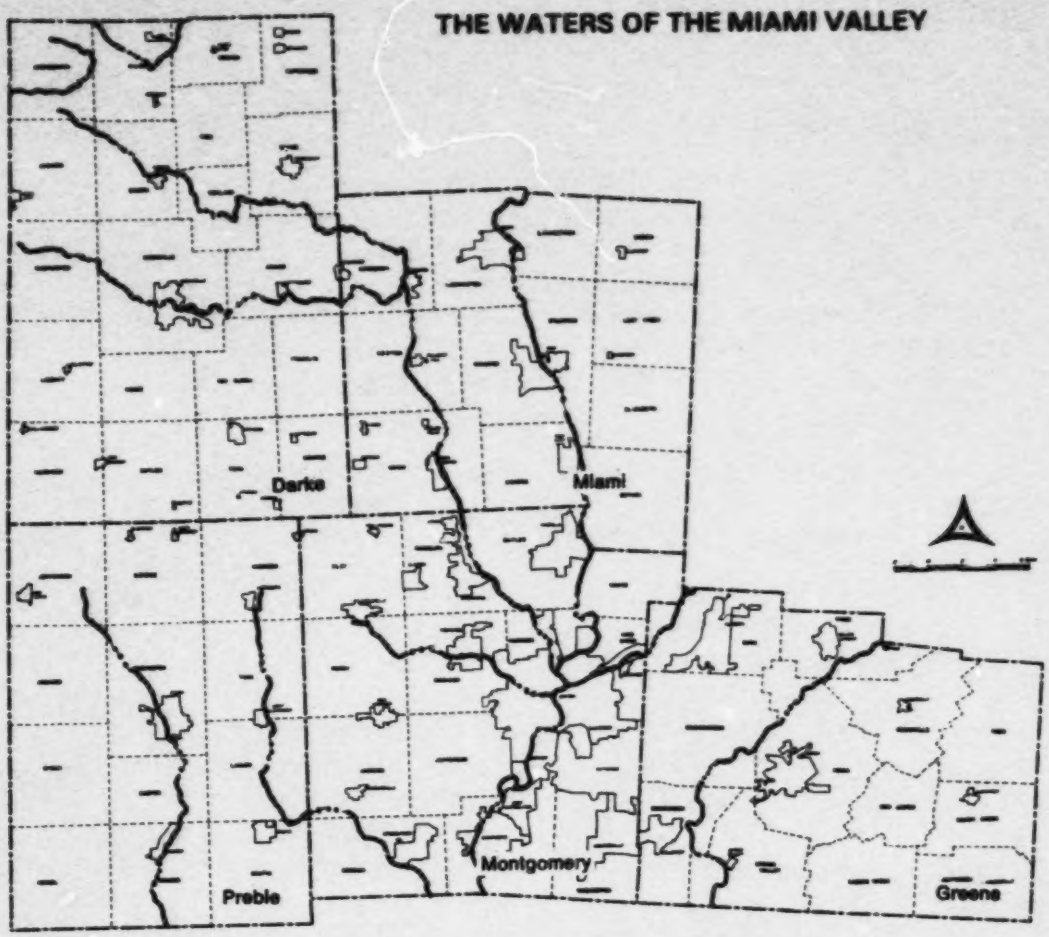
THE WATERS OF THE MIAMI VALLEY



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What is MVRPC?

The Miami Valley Regional Planning Commission (MVRPC) is a voluntary organization created by local governments in 1964 to assist officials and citizens in better understanding common problems and various corrective courses of action. Of high concern, also, is attempting to maximize the use of our natural, fiscal and human resources. Direct service and technical assistance is provided upon request in numerous functional areas. Typical of such services are: data and information related to our Region's goals, policies and priorities.

The members of the Commission are local elected officials; therefore, directly responsible and accountable to the citizens of the region and their various units of government.

Annually, the Commission selects specific issues for investigation and evaluation. After selection, the MVRPC follows procedures allowing for participation, review and comment by representatives of all points of view, all affected levels of government, technical experts, and interested groups and individuals. The Commission then, at public meetings, debates each issue and formulates its position. Commission findings and recommendations are published for consideration by the jurisdictions making up the Commission. Implementation of recommendations only occurs when local units of government officially take action.

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